

## Message Text

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ACTION EB-07

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E.O. 11652: N/A

TAGS: EAIR, IT, US

SUBJECT: CIVAIR-GOI SEEKS BILATERAL CONSULTATIONS

REF: ROME 17319

SUMMARY: MFA HAS INDICATED GOI WILL SHORTLY REQUEST BILATERAL CIVAIR CONSULTATIONS ON INTERPRETATION OF US-ITALY AIR TRANSPORT AGREEMENT. REAL ISSUES ARE EXTRA SECTIONS, LANGUAGE DISCREPANCIES IN MOU, AND SUMMER 1975 CAPACITY. DENIAL OF US CARRIER REQUESTS FOR EXTRA SECTIONS IS METHOD WHEREBY GOI HOPES PERSUADE USG THAT CONSULTATIONS WOULD BE MUTUALLY ADVANTAGEOUS. END SUMMARY.

1. CONTINUING EFFORTS TO RESOLVE EXTRA SECTIONS DISPUTE, EMBOFF CALLED ON MINISTRY FOREIGN AFFAIRS (MFA) REP FIACCADORI (DIRECTOR, CIVAIR AFFAIRS) LATE DECEMBER 13. FIACCADORI INFORMED EMBOFF THAT MFA PREPARING NOTE REQUESTING BILATERAL CIVAIR CONSULTATIONS ON INTERPRETATION OF US-ITALY AIR TRANSPORT AGREEMENT ASAP. MFA HAS ALREADY WRITTEN MINISTRY TRANSPORT REQUESTING GENERAL SANTINI BE NAMED HEAD OF ITALIAN DELEGATION. GOI WILLING HOLD CONSULTATIONS IN WASHINGTON AND WISHES THEM TO BEGIN BEFORE MID-FEBRUARY, ACCORDING TO FIACCADORI.

2. FIACCADORI STATED THERE ARE THREE (3) ISSUES WHICH MUST BE RESOLVED: (1) GROUND RULES FOR EXTRA SECTIONS; (2) LANGUAGE  
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DISCREPANCIES IN MEMORANDUM OF UNDERSTANDING (MOU); AND (3)

SUMMER 1975 CAPACITY. IN GOI VIEW, ONLY CONSULTATIONS AT HIGH LEVEL CAN RESOLVE THESE ISSUES.

3. FIACCADORI INDICATED THAT TWO FACTORS INFLUENCED GOI TO ADOPT COURSE OF ACTION DESIGNED TO LEAD TO HIGH LEVEL USG-GOI CONSULTATIONS: (1) RELUCTANCE USG RESPOND AFFIRMATIVELY TO PREVIOUS GOI REQUEST FOR EXTRA SECTION CONSULTATIONS; AND (2) NEW, AGGRESSIVE USG CIVAIR POSTURE--SPECIFIC REFERENCE MADE TO FLY US CARRIERS CAMPAIGN AND CAPACITY DISCUSSIONS WITH BELGIANS, DUTCH, SCANDI-NAVIANS AND SWISS--WHICH GOI RESENTS. IN THIS CONTEXT HE OBSERVED THAT CIVILAVIA'S RECENT DENIALS US CARRIER REQUESTS FOR EXTRA CARGO SECTIONS WAS NOT RESULT OF PERSONNEL CHANGES IN CIVILAVIA BUT REFLECTED GOI POLICY.

4. FIACCADORI ASKED WHETHER THERE WAS CHANCE USG MIGHT RESPOND NEGATIVELY TO GOI REQUEST FOR CONSULTATIONS. EMBOFF SAID THAT IN HIS OPINION WASHINGTON WOULD NOT BE OVERJOYED TO RECEIVE SUCH A REQUEST. EMBOFF NOTED THAT WASHINGTON'S MOST RECENT POSITION ON ISSUES WAS: (A) GOI COMMITMENT IN PARA (6) MOU, SUBSEQUENTLY TWICE REAFFIRMED BY GENERAL SANTINI DURING CAPACITY CONSULTATIONS, CLEARLY GOVERNS EXTRA CARGO SECTIONS AND PAA/TWA/ALITALIA AGREEMENT CURRENTLY COVERS EXTRA PASSENGER SECTIONS, WITH RESULT THAT THERE SHOULD BE NO NEED FOR CONSULTATIONS ON THIS ISSUE; AND (B) LANGUAGE DISCREPANCIES IN MOU CAN BE RESOLVED WITHOUT CONSULTATIONS. EMBOFF FURTHER NOTED THAT, SINCE US CARRIERS SUMMER 1975 CAPACITY LIKELY BE LESS THAN DURING SUMMER 1974, IN USG VIEWS THERE WAS NO BASIS FOR CAPACITY CONSULTATIONS. HOW USG RESPONDS TO GOI REQUEST, EMBOFF SAID, WILL UNDOUBTEDLY DEPEND UPON LEGAL BASIS UNDER WHICH GOI REQUESTS CONSULTATIONS AND PURPOSE OF CONSULTATIONS.

5. COMMENT: GOI APPEARS TO HAVE DELIBERATELY DECIDED TO SWITCH SIGNALS ON EXTRA SECTIONS (WHICH ALSO OPERATES TO ALITALIA'S ECONOMIC ADVANTAGE) IN ORDER PERSUADE USG TO HOLD GENERAL CIVIAR CONSULTATIONS IN WHICH CENTRAL ISSUE WILL BE CAPACITY OF US CARRIERS. IN GOI VIEW, EXTRA SECTIONS AND MOU LANGUAGE DISCREPANCIES ARE ALL PART OF CAPACITY PROBLEM IN THAT THEY AFFECT GOI ABILITY REGULATE CAPACITY.

6. GIVEN GOI POSTURE, THERE APPEARS LITTLE CHANCE OF IMPROVING OVERALL US-ITALY CIVAIR RELATIONS OR LOCAL ENVIRONMENT WITHIN LIMITED OFFICIAL USE

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WHICH US CARRIERS MUST OPERATE IN ABSENCE OF CONSULTATIONS. WHETHER CONSULTATIONS CAN RESOLVE OUTSTANDING ISSUES TO SATISFACTION OF GOI IS, HOWEVER, ANOTHER MATTER WHICH CAN BEST BE EVALUATED BY WASHINGTON AGENCIES. NEVERTHELESS, EMBASSY THINKS IT IMPERATIVE WE AT LEAST RESPOND AFFIRMATIVELY TO THEIR FORTHCOMING REQUEST FOR CONSULTATIONS; THIS IS CASE WHERE FORM AS WELL AS SUBSTANCE IS SIGNIFICANT FOR GOI. VOLPE

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## Message Attributes

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**Current Classification:** UNCLASSIFIED  
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